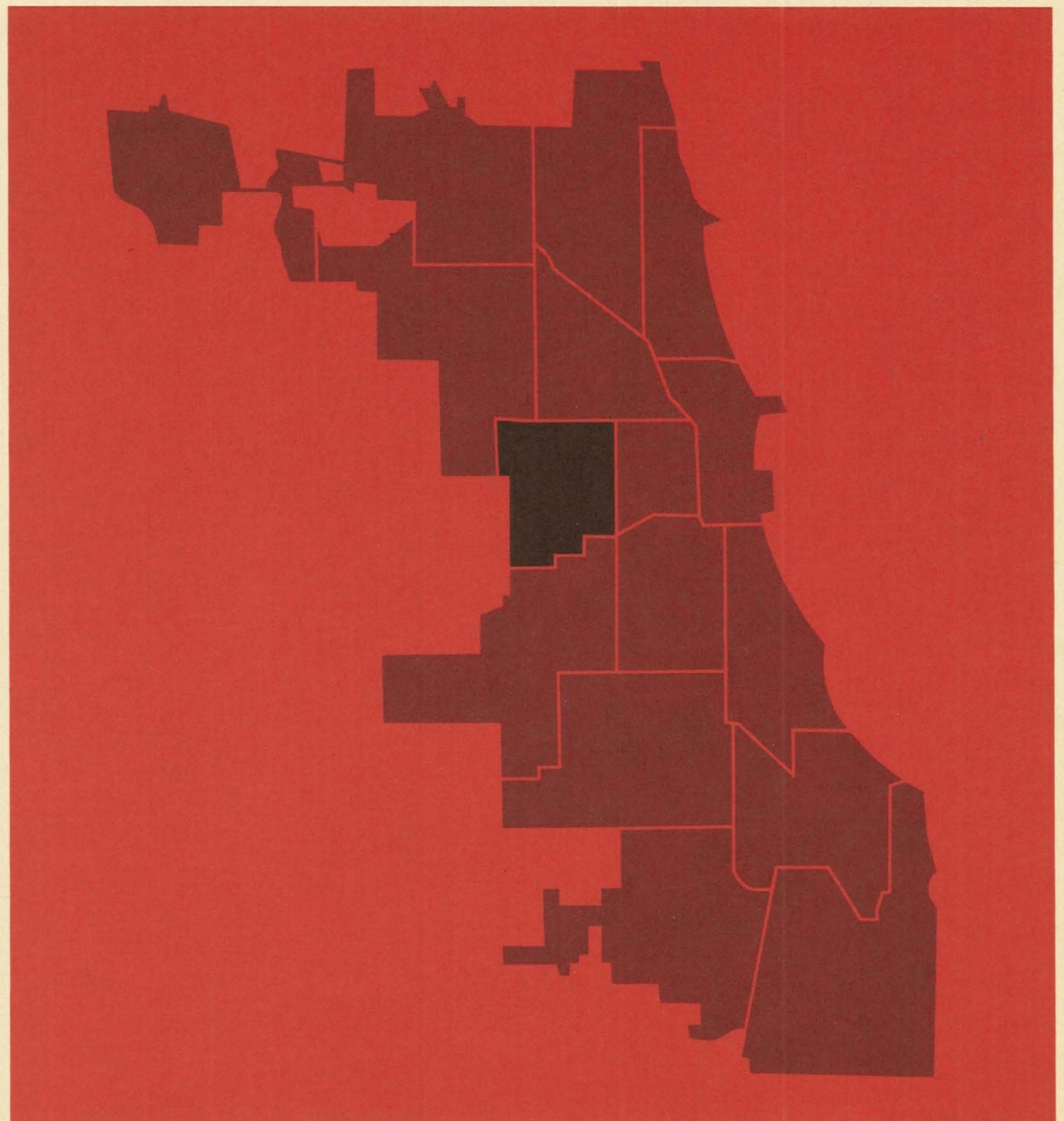


# MID-WEST

## DEVELOPMENT AREA

Department of Development and Planning



City of Chicago, Richard J. Daley, Mayor

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# Mid-West Development Area

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City of Chicago, Richard J. Daley, Mayor

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John G. Duba, Commissioner of Development and Planning

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# PURPOSE OF THE DEVELOPMENT AREA REPORTS

In order to relate long-term basic policies to contemporary needs and varied conditions, a continuing process is required for formulating and refining plans and programs for Chicago communities. Planning, programming, and the actual construction of new homes, factories, transit, and other facilities are all parts of a complex process of decision-making which can be coordinated best by sub-sections of the city.

A series of reports on specific areas of the city has been prepared to initiate discussion of issues, problems, and possible solutions. This discussion will lead to more detailed policies and programs to help government and citizens coordinate their activities and achieve their goals more effectively. There are 16 Development Areas, covering the entire city, each with a population of 150,000 to 250,000 and with a land area of 6 to 20 square miles. Each report recommends, in more specific terms, land use changes, residential and industrial improvements, and transportation improvements needed to achieve the policies of the Comprehensive Plan in that area.

## Coordinating Development

The various kinds of projects that the city undertakes—street improvements, new schools and parks, urban renewal, and the human relations and community action programs—need to be related to each other if they are to produce maximum benefits for the communities they serve. In other words, the best way to improve the city is not on a project-by-project basis but in accordance with an over-all, coordinated program that assures the proper time and location for each item.

Chicago is too large to deal with as a whole in scheduling specific projects. Area plan and General Neighborhood Renewal Plan experience has demonstrated the need for an intermediate step between the level of the total city and the level of the specific project. The boundaries of the Development Areas are drawn to provide a practical means of dividing up the city for planning purposes. There is enough detail which residents can readily recognize so that the scale of the area facilitates effective citizen participation. The Development Areas offer a means for citizens and government officials to discuss planning objec-

tives, proposals, and improvement programs, so that varying viewpoints can be considered before final decisions are made about specific projects.

The recommendations in the Development Area reports are ideas and suggested projects for consideration. They do not represent final plans for the areas, nor do they cover all the issues that will have to be dealt with. The reports recognize that not all planning problems have immediate solutions. In some cases questions are raised for which answers have not been determined, in the expectation that the best solution will evolve through discussion.

In this report, the statements of objectives and programs for the Development Area are limited to the more evident community facility, transportation, renewal, and institutional needs and opportunities. Through community discussion and continuing research, additional objectives and program approaches will be identified and developed. These will include specific proposals for coordinating park, school, and traffic facilities and for relating industrial and business district improvements to urban renewal and transportation projects.

Of special importance will be the identification of community social needs and the evaluation of alternative programs of facilities and activities. In some areas, private institutions may cooperate or new privately sponsored activities may be established to achieve major educational, recreational, or health objectives. In other areas, public agencies such as the Board of Education or Chicago Park District may modify their programs or start new services to expand opportunity for individuals and families.

## Steps in the Review Process

Several specific steps will be followed in reviewing and revising the Development Area reports:

—Each Development Area report will be distributed to civic organizations and other private groups, both within the local area and city-wide. Citizen participation in Development Area planning will be an essential objective.

—City representatives will meet with groups and elected officials with an interest in each area to

discuss the preliminary findings and proposals of the report. Findings will be modified, other ideas sought, and approaches to resolving issues will be explored.

—Appropriate revisions in the proposals will then be made, which will result in a planning framework for the Development Area. After public discussion, the report would be adopted by the Chicago Plan Commission as a policy guide in review of projects and programs for the area.

—Using the planning framework as a guide the department will work with the agencies involved to meet the area's critical needs and achieve local objectives by adjustment of programs and scheduling of projects. This will be a continuing process requiring the maintenance of communications and the revision of programs as administrative and staff capabilities are improved.

## From Plans to Action

Chicago is constantly changing. Therefore, from time to time, each planning framework will be amended to reflect new needs or changes in objectives as a result of continuing study and discussion.

In recent years new transportation facilities, urban renewal, and other public and private developments have greatly improved the city's appearance, livability, and opportunities. Other projects are under way or planned. Still greater effort and change will be necessary if Chicago is to meet its commitment to the goals of the Comprehensive Plan. In the coming years sections of the city must be rebuilt or rehabilitated to meet high expectations for living standards. New ways must be found for dealing with related social problems and for broadening opportunities for all Chicagoans.

The Development Area reports have been prepared to inform Chicago citizens what the Comprehensive Plan's recommendations mean to each locality, to provide a means whereby city officials exchange information with citizens about the needs of their communities, and to develop a cooperative planning procedure. Achieving the kind of city envisioned in the Comprehensive Plan will call for the ideas, the widespread support, and the involvement of the people of Chicago.

## MID-WEST DEVELOPMENT AREA

The Mid-West Development Area includes the generally recognized community areas of East Garfield Park, West Garfield Park, North Lawndale, South Lawndale, and part of Austin. Within this area remain some of Chicago's most urgent human and environmental problems—poverty, deficient housing, unemployment, delinquency, and inadequate community facilities. But the area also contains some of the city's most active and innovative improvement programs, including those by community groups and private organizations in addition to public programs through the Chicago Committee on Urban Opportunity, the Chicago Commission on Youth Welfare, the Chicago Commission on Human Relations, and others.

There are important centers of economic and social strength within the Mid-West area that can establish a basis for a broad, effective program to bring the total environment up to the standards recommended in the Comprehensive Plan of Chicago. These centers include major commercial and industrial complexes, which are important sources of employment and economic growth; older neighborhoods where buildings have been carefully maintained by their owners; and sections where private initiative has produced new, attractive homes for local residents.

The Mid-West Development Area is bounded by Kinzie Street on the north, Western Avenue on the east, the north edge of the industrial area along the South Branch of the Chicago River on the south, and Cicero Avenue and the Belt Line Railway on the west. The area's population was about 300,000 in 1960, and it covers approximately nine square miles in land area. This is a larger population than most of the other Development Areas, mainly because the Mid-West area is higher in over-all density and has proportionately less land devoted to non-residential use. Today East Garfield,

West Garfield, and North Lawndale are predominantly low to moderate-income Negro residential areas, and South Lawndale is a moderate-income area of white residents. Parts of the Negro areas are major ports of entry for new residents, many from the rural South.

The Comprehensive Plan defines the Mid-West Development Area as a medium to high-density residential area with centers of higher-density housing related to the Eisenhower Expressway corridor. The area is bounded by four other corridors of high accessibility indicated in the plan: Lake Street, Western Avenue, Stevenson Expressway, and Cicero Avenue. All five corridors already contain major roadways and/or transit routes which provide excellent service for the Mid-West area. Additional transportation improvements are planned. The corridors will provide appropriate locations for other activity centers to serve the Mid-West area and the city as a whole, such as a new senior college, junior college, and possibly a new regional business center. The Comprehensive Plan's recommendations for improvements in the industrial districts surrounding the area would help to expand job opportunities.

### Goals for the Mid-West Area

Recommendations for the Mid-West Development Area are based upon the following goals:

1. To assure basic standards of the total environment, including safe and sanitary housing; a wide range and quantity of health, safety, and social services; educational and recreational facilities and programs to serve the entire community; an efficient transportation system; and a high level of municipal maintenance services.

2. To take strategic public actions that will have the maximum effectiveness in improving the environment and broadening human opportunities. These actions will be designed to have the greatest possible beneficial impact upon living conditions, community attitudes, and private investors, so that they will generate a maximum total improvement in the physical, social, and economic environment.

3. To stimulate new investment in the area, in order to make it more attractive to families. This would be done by assuring adequate resources for residential rehabilitation and by helping to make available land at suitable locations for new housing and for commercial, industrial, and institutional development.

These basic goals reflect the philosophy of the Comprehensive Plan, which seeks to improve the quality of life by enlarging human opportunities, improving the environment, and strengthening and diversifying the economy. The plan's proposals are designed to achieve two basic human objectives:

- individual *capability* to act, assured by essential standards of the physical and social environment, and

- individual *opportunity* for variety, range of choice, and personal advancement.

The Comprehensive Plan recognizes that three qualities of physical development are necessary to attain these human objectives:

- a high order of *accessibility* to a variety of jobs, social opportunities, and cultural and educational facilities,

- the *quality of environment* which produces personal satisfaction and a sense of community pride and identity, and

- efficiency* of order and relationships which results in the maximum benefit from public and private investments.

## Public Programs: Basic and Strategic

Inherent in this philosophy is the recognition that the city and other government agencies are responsible for assuring basic standards of the total environment—physical, social, and economic—that are generally accepted as being within the public sphere. This means assuring that all buildings are safe and habitable, that there are good schools and teachers for all children, that people are safe from personal attack and property damage, that streets are clean and well-maintained, that adequate recreation programs are available, and that individuals and families are assured incomes that will, as a minimum essential, enable them to maintain their health and well-being.

But to achieve the quality of life envisioned in the Comprehensive Plan, Chicago must be concerned with more than minimum standards. The plan also calls for a city in which each individual can develop himself to his full capacity intellectually, socially, and economically. Attaining this goal in a given area may require such specific changes as more jobs, a definite increase in housing available to low and moderate-income families, broader cultural opportunities, adult education programs, or a reduction of racial segregation. In some areas that are now economically and socially deprived, it will be necessary to create new opportunities for tangible individual achievement so that there are real reasons for widespread community attitudes to move from hopelessness toward confidence.

Chicago has committed itself to a truly comprehensive planning program in the Development Areas approach. It is therefore essential for city government to have a realistic picture of the whole range of conditions and problems in the area. This can be attained through close cooperation among city agencies and citizens' groups. However, because of restrictions in the city's funds, capability, and responsibility, because of limitations in private resources, and because of occasional public reluctance to undertake new kinds of programs, not all of these problems can be dealt with immediately or directly.

Public actions must be selected strategically for their maximum impact upon private decision-making, in order to achieve broad community goals. In this way, city actions can be used as catalysts, to stimulate desired reactions in the private sphere, without overextending or overcommitting the city's responsibilities and resources. Such a step-by-step approach also makes it possible for public agencies to gain needed experience in new fields before greatly expanding innovative programs. This experience must include techniques of communicating with citizens' groups and coordinating the activities of various agencies.

As an example of a broad goal toward which strategic actions can be taken, a major Comprehensive Plan policy is to develop high-intensity functions in and near the corridors of high accessibility. These functions include high-density housing, business centers, and industry, which would be developed by private investment. Public agencies can initiate strategic activities in the corridors—such as improving a transit line, building a college campus, or clearing land in an industrial project—that will encourage the desired type of private investment.

There are similar examples of the ways in which social programs can be used strategically to foster more widespread beneficial results. A major social goal is broad participation of local residents in the social, cultural, economic, and political life of the community. It would not be feasible or desirable for society to make such participation mandatory, but there are certain key public actions that can be taken to make it possible and stimulate it. Attractive service centers can be provided in easily accessible locations, and extensive information programs can encourage residents to use them.

The first goal for the Mid-West Development Area is to attain basic standards in the physical, social, and economic environment. The second goal is to maximize individual opportunities and capabilities through strategic actions. The third goal, to attract new investment, recognizes that a massive effort beyond the scope of purely local resources is needed to achieve Comprehensive Plan goals in parts of the area. It also recognizes that the Mid-West area offers present advantages—its excellent transportation, large parks, industries, and institutions—that make it potentially attractive to a wide range of families and economic activities.

### Characteristics Mid-West Development Area

Residence in Good Condition	
Residence in Need of Some Improvement	
Residence in Need of Major Repair	
Business Concentration	
Industry in Good Condition	
Industry in Need of Some Improvement	
Park	
Institution	

### A Elevated Structure a Blighting Influence

### B Housing and Environmental Problems

### C Adequate Housing with Some Environmental Problems

### D Overcrowded High School

### E Obsolete Commercial

### F New Residential Construction, Rehabilitation

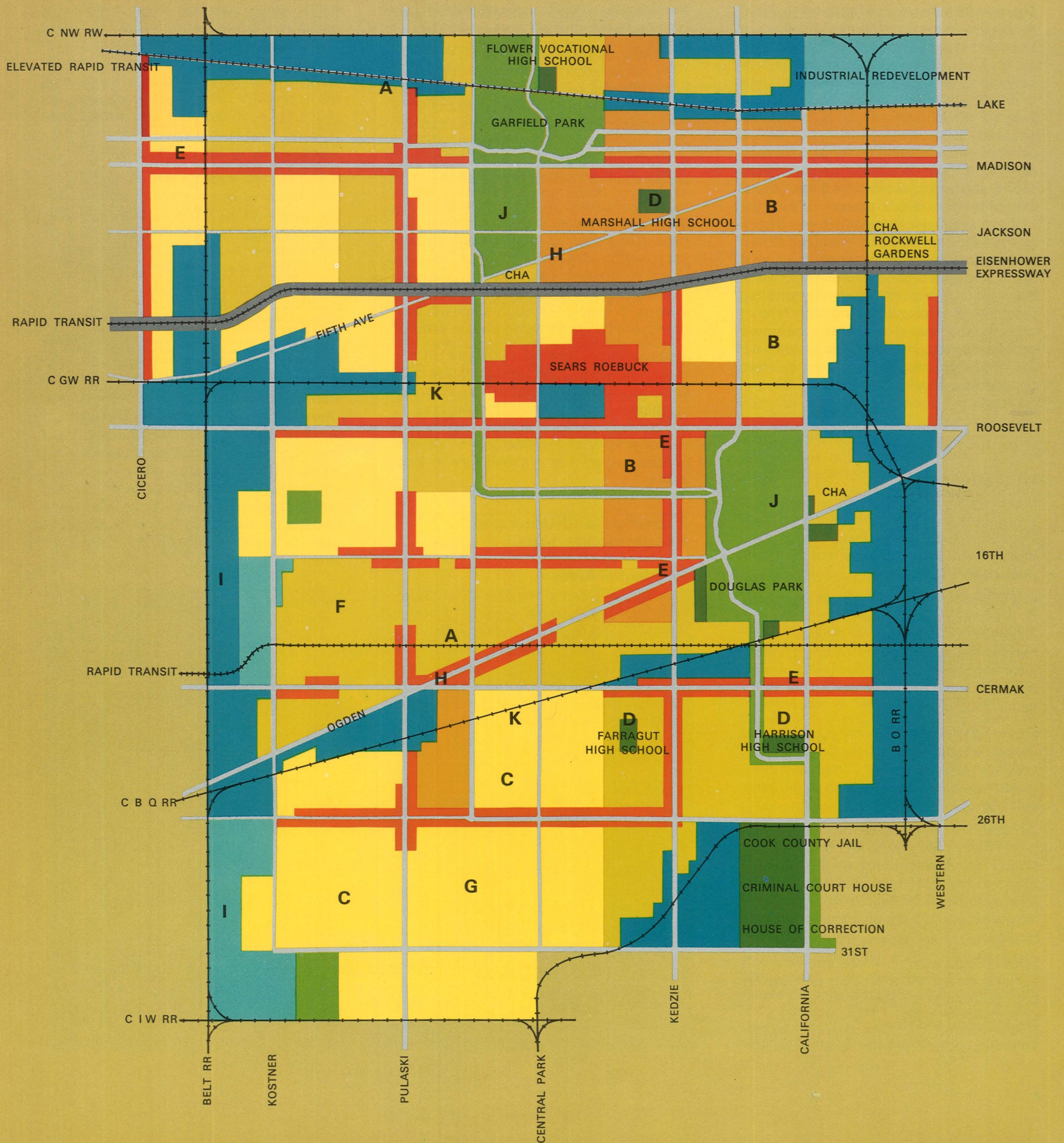
### G Well-Maintained Residential Community

### H Diagonal Street

### I Industry In Need of Expansion Space

### J Underused Regional Park

### K Railroad Embankment Divides Community



The Comprehensive Plan indicates that part of the Mid-West Development Area would be one of several areas of the city appropriate for a coordinated, in-depth action program using the federal Demonstration Cities or Model Cities type of approach. Such a program would involve all public and private agencies in a comprehensive, intensified effort to improve living conditions for residents and to up-grade the total physical, social, and economic environment. In this kind of program it will be especially important to maintain close cooperation and contact between citizens and public agencies, so that knowledge about conditions, problems, and opportunities can remain current. It will also be important to understand the functions of each agency and each type of program, so that each can make a maximum contribution to achieving goals for the area. The Development Area planning process provides an excellent framework for this approach.

## Planning Framework

### Objectives

Improvement programs in the Mid-West Development Area should be directed toward the following objectives, based on the Improvement Plan component of the Comprehensive Plan:

**Residential Areas.** Improve housing quality by maintaining sound neighborhoods and improving or replacing all deficient units. Expand the supply by rebuilding blighted areas, with emphasis on new low to moderate-cost rental and sales units suitable for families with children.

**Recreation.** Emphasize social programs and indoor recreation facilities. Expand local park space in a system of community park-malls connected with existing large parks and boulevards.

**Education.** Expand elementary school and high school capacity, as part of joint park-school development. Adopt special programs to meet the particular needs of the area, including adult education. Expand and improve higher education and public library facilities.

**Social Programs.** Coordinate, intensify, and expand needed social services provided by both public and private agencies.

**Public Safety and Health.** Build new police, fire, and public health facilities in the area.

Provide more intensive programs, especially positive, preventive services.

**Business.** Consolidate present marginal business development along major streets into attractive centers, as part of broader community improvement programs. Encourage new business development at appropriate highly accessible locations. Re-use unneeded business land for other purposes, such as housing or recreation.

**Industry.** Provide for the further development and improvement of industrial districts in and near the high accessibility corridors surrounding the Mid-West Development Area—the Lake Street, Western Avenue, Stevenson Expressway, and Cicero Avenue corridors—through renewal programs and by encouraging private action.

**Transportation.** Improve public transit and major roadways in the five high accessibility corridors in or adjacent to the Mid-West Development Area. Increase the capacity of major streets included in the city-wide system of priority improvements, and de-emphasize the use of other streets for non-local traffic.

## Existing Conditions and Recommendations

### Residential Areas

The land included in the Mid-West Development Area became part of Chicago through a series of annexations between 1869 and 1899. A wave of apartment construction followed the extension of rapid transit lines into the area in about 1900. There was also substantial apartment construction in the 1920's, but there has been little since then. Most of the housing is thus more than 40 years old.

Land coverage in residential sections is extremely high, with very few exceptions. Large apartment buildings predominate in East Garfield Park and North Lawndale, and single-family houses and three-flats are more prevalent in West Garfield Park and South Lawndale. The housing stock of the central and northern parts of the Development Area was originally built to serve a middle to upper-middle income market.

As the area has grown older, many residents have moved to newer communities in the city and the suburbs. All of the communities, except South Lawndale, have undergone a rapid transition from white to predomi-

nantly Negro. Serious overcrowding has added to the problem of already excessive land coverage in the older buildings of East Garfield Park and North Lawndale, and deterioration has been rapid. As the following table of 1960 census data indicates, the proportions of deficient and substandard housing units in these two areas were substantially higher than in West Garfield Park and South Lawndale.

Community	Total Housing Units	Per Cent Deficient*	Per Cent Substandard**
West Garfield Park	14,590	16.7	9.1
East Garfield Park	20,353	41.8	29.9
North Lawndale	30,243	34.1	14.0
South Lawndale	20,308	14.9	9.5
Total	85,494		

\*Deficient housing units include all those in the substandard category plus deteriorating units that have all plumbing facilities.

\*\*Substandard housing units include the following census categories: sound and deteriorating units that lack some or all plumbing facilities, and all dilapidated units. Deteriorating units that have all facilities are not included.

### Recent Public Programs

City programs in recent years have helped to improve housing quality in the Mid-West area. Code enforcement activities have resulted in the removal of many dilapidated structures. Owners of other buildings that have not been maintained have been taken to court by the city, in the continuing program to eliminate unsafe and unsanitary structures.

The Chicago Dwellings Association, a public agency which develops moderate-income housing for rent or sale, has obtained an FHA allocation for a rehabilitation program. The program has been initiated in a two-block area of Lawndale where CDA will acquire, or work with property owners of, 54 buildings containing approximately 150 units. The emphasis will be on deconversion to make apartments available for large families. In addition, the Chicago Housing Authority plans to demolish several dilapidated buildings on scattered sites in Lawndale and replace them with walk-up apartments.

The Lawndale area, bounded by the Eisenhower Expressway, Western Avenue, Cermak Road, and Cicero Avenue, has been designated for conservation treatment by the Department of Urban Renewal. The Lawndale Conservation Community Council, the officially appointed representatives of residents and professional and business interests in the conservation area, has made recommendations on a broad range of subjects to the Department of Development and

Planning. These proposals—covering such elements as social programs, physical improvements, education, employment programs, and municipal services—have been used in preparing this report for the Mid-West Development Area.

The Mid-West area now contains about 85,500 housing units. It is estimated that close to 14,000 of these are in such poor condition that they must be demolished. If the same size population as today were to be accommodated in the future, it would be necessary to build a greater number of units. This increase would be needed to relieve overcrowding and to replace housing removed to provide land for needed schools, parks, and other community facilities, as well as to replace units demolished because of poor condition.

Close coordination of all public and private programs will be necessary to assure that each makes a maximum contribution to the attainment of community goals. Improvement activities should be timed to make

new or rehabilitated housing available for families and individuals who eventually will be relocated as a result of redevelopment and deconversion. Some land for new housing can be provided through the demolition of obsolete commercial buildings and through clearance and rebuilding of small, scattered sites in urban renewal projects. Continued cooperation among public agencies, community groups, and major enterprises whose expansion needs require demolishing housing units will help to obtain or develop adequate housing for displaced families. The city will also provide information and guidance for private developments so that new construction does not conflict with subsequent public programs.

The over-all density level of most of the Mid-West area should remain high, because of its excellent transportation service. New housing built in the area should include a wider variety of housing types and more moderate-income units, to encourage successful families to remain in the area. In

these new developments there should also be efforts to attract moderate-income white families back to areas that are now predominantly Negro communities, in order to achieve better racial and economic integration.

Tall elevator buildings can create interesting variations in community appearance, and they make it possible to retain more open space than there could be if the same population were accommodated in the same area in low-rise buildings. There are special opportunities for new higher-density housing near rapid transit stations along the Eisenhower Expressway and near the two large parks in the area, Garfield and Douglas, and their connecting boulevards. These locations have special advantages because of their accessibility and environment and are therefore suitable for higher levels of density than their surrounding areas. Although high-rise elevator buildings are generally considered most appropriate for single persons, the elderly, and couples without children, larger units on lower floors can be suitable and attractive for families with children. This is the present policy of the Chicago Housing Authority, and it should be encouraged in private high-rise buildings as well.

There are now approximately 2,000 public housing units in the Mid-West Development Area. Additional low-income families living in the area, unable to afford standard units on the private market, are in need of public housing. More units should be provided through various means. New construction should be on scattered sites in a variety of building types that blend in well with the rest of the community. Additional units should be made available for ownership by tenants who have reached a sufficient income level, through cooperative or condominium arrangements as well as through outright sales. Units should also be provided in existing buildings acquired and rehabilitated by the Chicago Housing Authority and in selected apartments leased to CHA by the landlords of privately owned buildings.

CHA has recently raised its income maximum for admission and continued occupancy, and over-income tenants are now allowed up to 18 months to find other suitable housing. These policy changes have helped to reduce social and economic segregation in CHA buildings. Study should be

Ogden Courts, a Chicago Housing Authority development. These buildings replaced substandard housing with modern low-rent apartments.



made of additional ways of increasing financial flexibility, such as permitting over-income tenants to purchase their units. Allowing successful families to remain in public housing encourages the development of local leadership, improves community attitudes toward public housing, increases the incentive for upward mobility among low-income tenants, and increases revenues to CHA.

### Strategic Improvement Programs

Different parts of the Mid-West area offer various types of opportunities for early treatment. Pockets of deterioration and blight could be removed immediately to provide open space around schools and make available land for new housing. Code enforcement programs in the three Neighborhood Service Center areas are already helping to improve housing quality. Staff members of the centers offer advice to property owners on how to bring buildings up to standards and how to obtain necessary funds. Within code enforcement areas where deconversions and displacement of families are required the city's regular relocation assistance is provided.

To the greatest extent possible, rehabilitation advisers in the Neighborhood Service Centers assist the individual property owner in designing an improvement program tailored to his ability to pay, while accomplishing the goal of safe and sanitary dwellings. Staff members of the service centers also disseminate information about federal grant and loan programs available in designated code enforcement areas, provide advice on the availability of home improvement loans from banks and savings and loan associations, encourage more financial institutions to make loans available in the area, and aid property owners in obtaining professional help and preparing applications and other forms.

There are other sections of the Mid-West area where deterioration has been checked or where substantial investment has been made in new development, for example South Lawndale, the Kedvale Square area in North Lawndale, and parts of West Garfield Park. Here early action should also be taken to encourage further private conservation and new construction. These areas would be well-served by continued code enforcement, a high level of city services, and some new community facilities.

Other sections—such as the area around Marshall High School and parts of North Lawndale near Douglas Park—are so deteriorated that redevelopment is necessary. Early action is also critical here, and clearance and rebuilding through renewal programs should be extensive enough to stimulate private, voluntary rehabilitation in adjacent areas.

### Recreation

The Comprehensive Plan indicates that most of the Mid-West Development Area is in the category which should receive first priority in the expansion of local park space, because of the present shortage. Local parks should be developed as park-malls, flexible in shape and varied in function. They should be connected with each other, with existing parks and boulevards, and with business centers and community facilities via a system of landscaped walkways. Additional facilities such as boating in lagoons and playgrounds near park boundaries should be provided in Garfield and Douglas parks, to increase their use.

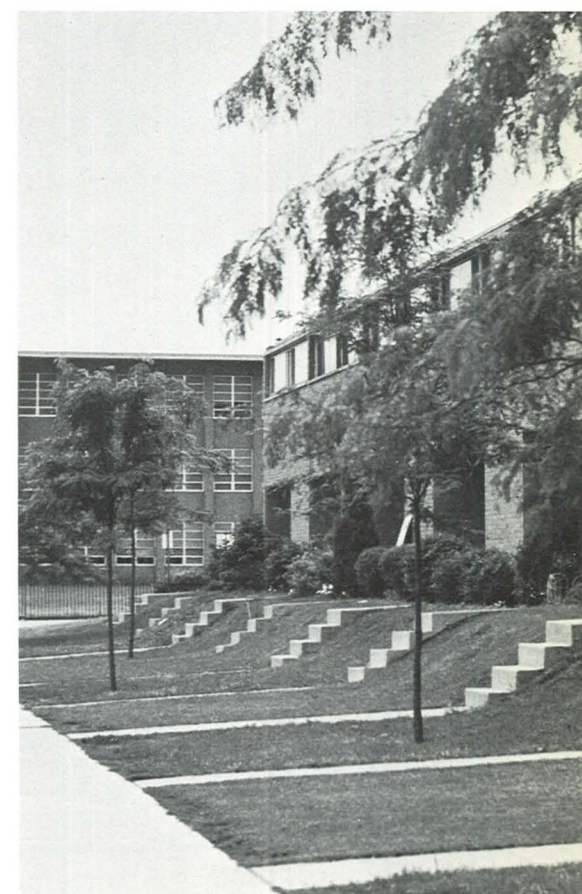
New park space should be provided as part of the joint school-park development program, so that land and buildings can provide maximum usefulness. For example, in North Lawndale the Hest and Lawson public schools and a parochial school, located near each other, all need more playground space. One small area adjoining all three schools could be cleared and re-used as a park with playground facilities. The rate of increase of the elementary school-age population in the area is expected to level off in the future, and as present mobile classrooms are removed the land they occupy can be converted to playground or park use.

Special emphasis should be placed on planned recreation programs under the direction of trained personnel in North Lawndale, East Garfield Park, and West Garfield Park. These programs should be available day and night, throughout the year. They will often require buildings rather than open park space. Especially in low-income areas the need for such programs is even more urgent than the need for more park acreage. The cost of those activities for which there is a charge to participants should be as low as possible, and programs should generally be offered at locations within walking distance of their users. Present activities at



South Lawndale contains older, but generally well-maintained, residential buildings, including many single-family homes.

The Kedvale Square town houses in North Lawndale, recently built on vacant land through joint efforts by community groups and private investors.



Douglas and Garfield parks should be increased and broadened. Greater emphasis should be placed on disseminating information about available recreation programs throughout the community.

## Education

Twenty-six of the 61 public schools in the Mid-West area have been built since 1955, but even this extensive building program has not kept pace with the rapid growth in the number of school children. In North Lawndale, for example, the school-age population doubled between 1950 and 1960. All the schools in the area have average class sizes higher than the long-range goal of 30 students per room. The Board of Education's 1967-1971 school facilities program calls for extensive improvements in the Mid-West Development Area: one new high school, seven new elementary schools, and more than 40 other projects for additions, replacement, or rehabilitation for high schools and elementary schools.

The age structure of the Mid-West area's population indicates that there is a particular need for new high school facilities. However, the present growth rate of the elementary school-age population in this area is expected to level off in the near future. This is largely because the crest of the post-war baby boom has already passed the eighth grade. Moreover, there is evidence of declining birth rates in economically deprived areas. The need for elementary schools in the Mid-West area is expected to fluctuate greatly in the future. Various means of accommodating the present peak need should therefore be considered. Existing schools in other areas might be used, or temporary school facilities that can later be converted to other uses might be provided in the area.

The Comprehensive Plan indicates the importance of continuing to adjust public school curricula and programs to local requirements in various areas of the city. Parts of the Mid-West area have particular needs for continued pre-school programs, adult education, and continued efforts to reduce racial and economic segregation in the schools. Such special programs would be in addition to standard on-going programs to improve the quality of schools, teachers, and curricula. All schools, existing and new, should be used after hours for social services and for recreation, in accordance with the joint school-park development program.



Douglas and Garfield parks, two of the city's older regional parks, are now underused even though the surrounding densely populated areas have inadequate local park space. Programs to improve large parks and make them more usable for adjacent neighborhoods are needed.





The Comprehensive Plan calls for two new public higher education institutions to be built in the Mid-West area—a state senior college campus in the vicinity of the intersection of the Eisenhower and proposed Crosstown expressways and a city junior college north of the Eisenhower Expressway. These would open important new opportunities for the young people of the area, and they would contribute to the development of the total community. Both campuses would adjoin corridors of high accessibility, and they would help to strengthen transportation lines and attract new residential development nearby.

There is also a need for four additional public library branches, in addition to the existing regional branch and another branch in a publicly owned building now serving the area.

### Social Programs

High proportions of social problems—poverty, juvenile delinquency, unemployment, and school drop-outs—are concentrated in the sections of the Mid-West area that also have the largest percentage of deficient housing units. It is therefore essential to continue efforts to coordinate physical improvements and social programs, to assure the maximum benefit and proper timing. The accompanying table indicates the severity of the social and economic problems confronting the area.

Extensive public and private social services have long been operating in the Mid-West Development Area. The 1966 *Social Services Directory*, published by the Welfare Council of Metropolitan Chicago, lists 32 private service establishments in the area, including settlement houses, boys' clubs, health facilities, and other agencies. The Cook County Department of Public Aid has offices in West Garfield Park and Lawndale, and the Illinois State Employment Service has a Youth Opportunity Center near Roosevelt and Kedzie. The public schools and park facilities in the area offer social and recreational programs.

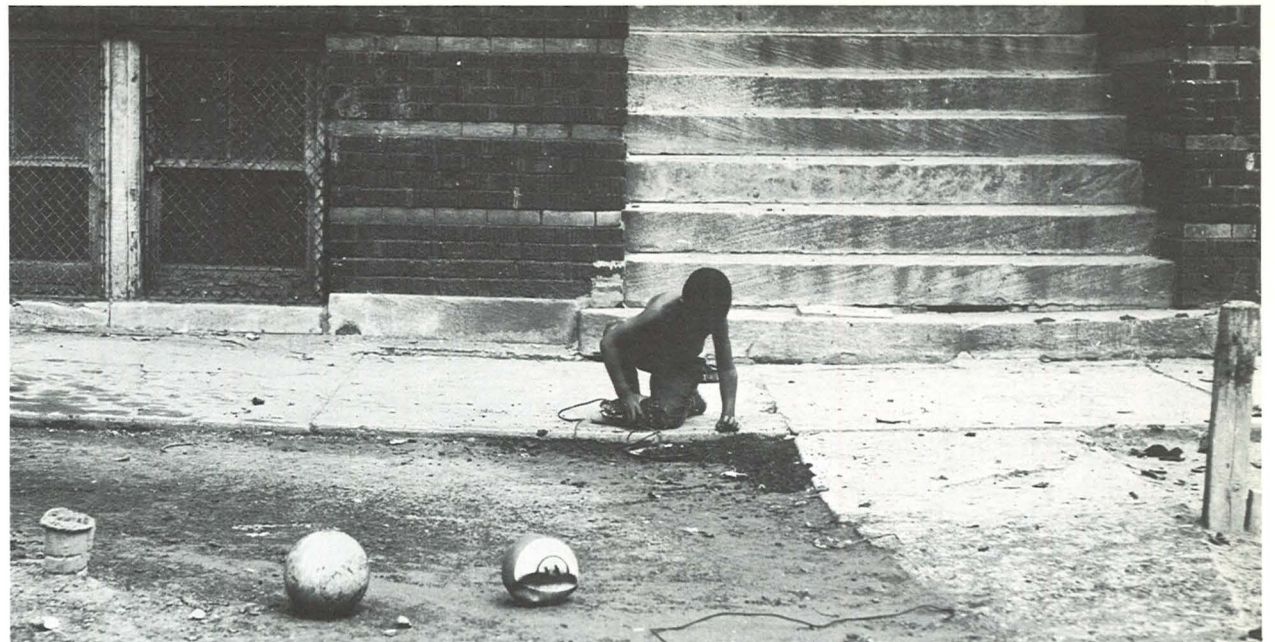
In recent years new types of public programs have been initiated to bring together, coordinate, and where necessary supplement existing social services. The Chicago Commission on Youth Welfare established an office in North Lawndale for the purpose of drawing together community resources

**Selected Social and Housing Data for Communities in the Mid-West Area**

	City-Wide	East Garfield Park	West Garfield Park	North Lawndale	South Lawndale
% of population under 18 years of age	31.1	41.5	34.9	46.4	29.0
% with 4 or more years of college	6.0	2.8	2.8	1.5	2.1
% male workers in white collar jobs	37.0	19.3	26.3	16.1	25.5
% male labor force unemployed	5.2 *	9.5	4.8 *	10.0	4.5
Median annual family income	\$6,738	\$4,688	\$6,122	\$4,981	\$6,408
% of families with annual income under \$3,000	13.6	27.0	15.4	24.8	11.9
Average population per household	3.01	3.50	3.31	4.26	2.98
% of housing units owner-occupied	32.7	13.4	20.5	17.9	39.8
% of housing units with more than 1 person per room	11.7	28.7	15.9	35.0	9.8
Unemployment Compensation beneficiaries per 100 persons in the labor force	1.7	3.8	2.0	4.0	1.9
Public assistance recipients in May 1962 per 100 population in April 1960	7.7	30.1	12.1	25.8	2.4
Rate of juvenile delinquents per 100 boys 12-16	11.4	24.9	13.6	28.1	8.8

\*According to Urban League estimates, the 1960 unemployment rate of 4.8% in West Garfield Park had increased to 18-20% by 1965. In the same time period, city-wide unemployment decreased by approximately 50%.

Source: Local Community Fact Book  
Chicago Metropolitan Area, 1960



These scenes illustrate the urgent physical, social, and economic problems confronting parts of the Mid-West area—poverty, deficient housing, deteriorated commercial buildings, and inadequate recreation and other services for children.



in order to provide a more effective program for young people. Three Urban Progress Centers of the Chicago Committee on Urban Opportunity, the local War on Poverty organization, now operate in the area. Their major purposes are to coordinate public and voluntary services, to encourage communication and interaction between agencies and community residents, to expand services where needed, and to employ local residents in carrying out a wide range of action programs.

The recently organized Neighborhood Service Program has established centers in West Lawndale, East Garfield Park, and West Garfield Park. This program, financed by the City of Chicago and the U. S. Department of Housing and Urban Development, is intended primarily to bring residential areas up to standard through intensive code enforcement, rehabilitation, or where necessary demolition.

Rehabilitation advisers at the service centers provide information and assistance to local property owners on improving their buildings. Programs at the centers involve a wide range of public agencies in addition to those directly involved in code enforcement, including the Board of Health, Board of Education, County Department of Public Aid, Chicago Park District, Committee on Urban Opportunity, and Mayor's Office of Inquiry and Information. An example of a service provided by the center is the program in which representatives of various agencies visit local homes and apartments to offer advice and information on housekeeping and household management methods.

A good base has been established in the Mid-West area for the kind of coordinated, intensified, and expanded social programs needed to deal effectively with the problems at hand. These problems are complex and interrelated, and it will be essential to establish a method of obtaining information about social factors in the Mid-West area on a continuing basis. This information should include not only data about area problems and basic needs, but also analysis of residents' aspirations and of fundamental sources of problems.

The best methods for dealing with problems and broadening opportunities are not always known, and adequate money and personnel are not always available to carry out programs to the best of current knowledge. However, the Development Area planning



Some industries in North Lawndale have made available their employee parking lots for community recreation use during evenings and weekends.

Deteriorated strip commercial development in the Mid-West area. This obsolete form of business use should be consolidated into planned centers, as part of broader community improvement programs.



approach has built-in flexibility, so that programs can be improved and expanded as new techniques are discovered and new resources become available.

## Public Safety and Health

In recent years city government agencies have been called upon to play more important and positive roles in a wider range of safety and health fields. For example, the establishment of the Department of Air Pollution Control indicated the growing concern with environmental health—the purity of air, water, and land. The programs of the long-established health and safety agencies, the Police and Fire departments and the Board of Health, have been broadened to include positive social and educational services, as well as crime, fire, and disease prevention. These agencies have emphasized the idea that public safety and health are not the responsibility of government alone. They have initiated programs to encourage citizen support and involvement—for example, the Police Department's program to secure the aid of citizens and community organizations in crime prevention.

The Chicago Board of Health now operates a district center in the Garfield Park Gold Dome building, where a wide range of health services is provided for residents of all ages from a broad area of the West Side. The board also has four infant welfare clinics in the Mid-West area for maternal, infant, and pre-school care; inoculations and vaccinations; and public health nurse home visiting services. The Chicago Municipal Contagious Disease Hospital, which serves the entire city, is at 30th and California. A new Board of Health neighborhood center is now operating near Roosevelt and Kedzie, which has become an important focal point for a wide variety of social services.

There are several private medical institutions facing Douglas Park. These include Mount Sinai Hospital, Saint Anthony's Hospital, and a number of homes for the elderly. These institutions provide important services for the entire city and for the surrounding community. They also employ some local residents, and efforts are now under way to train more people from the Mid-West area as medical technicians. Improvement programs near the Douglas Park institutions should provide housing and community fa-

cilities that will serve to hold and strengthen these institutions.

It is also recommended that private hospitals in the Mid-West area cooperate in the Board of Health's "vertical" comprehensive health care system. This program involves three levels of health care for the medically indigent: in the home, at the local health center, and in the hospital or other institution.

At the first level, public health nurses make periodic home visits to evaluate family health needs, advise families on good health practices, and assist them in obtaining needed medical assistance. At the second level, the nurses work out of local health centers, which provide preventive, diagnostic, and treatment services as needed. When required, patients are referred to the "parent" hospital, the third level of service. The Board of Health plans to expand its contractual arrangements with private hospitals to provide needed care for indigent patients.

Other special community health activities are now under way in the Mid-West area. In a program to eliminate and prevent insects and rodents, services are provided by the Committee on Urban Opportunity, Board of Health, Department of Buildings, and Department of Streets and Sanitation.

There are now 10 fire stations in the Mid-West area. The Fire Department's Improvement Plan calls for retaining three of these, eliminating the remaining seven which are obsolete, and building two new stations. The Police Department plans to replace its present district station on Fillmore Street with a new area headquarters building in North Lawndale.

Two current Police Department goals are to increase manpower and to improve communications with citizens about police service needs. The department will then be able to carry out more effective crime prevention efforts and, more importantly, to work with other community organizations to help greater numbers of young citizens. The department's current cooperative program with the Commission on Youth Welfare will be continued and expanded.

## Business

Long stretches of the major streets in the Mid-West area are lined with deteriorating

and often vacant commercial buildings. Eventually, these commercial strips should be consolidated into attractive business centers of modern design at major street intersections. This should be done in conjunction with other community improvement programs, and unneeded commercial property should be re-used for new housing or for widened street rights-of-way.

It is probable that a new regional business center should be developed in the area, since it is highly accessible by excellent transportation lines. Possible locations would be near the intersection of Cicero Avenue and the Eisenhower Expressway or near the Sears Roebuck complex.

The Comprehensive Plan indicates that 21 street intersections in the Mid-West area are suitable locations for neighborhood-level business centers. Of these, four should be emphasized as centers of local community activity. Certain kinds of public facilities and private social services related to business functions, such as library branches, health centers, and YMCA's, should be located in or near these shopping complexes. Careful scheduling would avoid the displacement of successful merchants and would encourage many owners to relocate into planned centers. Programs by the U.S. Small Business Administration can aid qualified merchants who must move or improve their premises.

With the exception of the Sears Bank and Trust Company, the major financial institutions north of Cermak Road have left the area. Home improvement loans, mortgages, and small business loans are now very difficult to obtain. As residents increase their incomes and achieve economic security through education, job training, and other programs, banking facilities should be encouraged to move into the Mid-West area. This, in turn, will help to expand sources of financing for physical improvements.

## Industry

The industry which bounds the Mid-West Development Area generally follows the locational pattern of corridors recommended in the Comprehensive Plan, since these districts are along major railroad rights-of-way or major streets. Some new construction has occurred in the industrial belts on the east and west, and urban renewal in the Lake-



Two examples of industrial redevelopment in the Department of Urban Renewal's Lake-Maplewood project, part of which extends into the northeast corner of the Mid-West area. Nearly 30 acres of sub-standard structures have been acquired, cleared, and resold to industrial developers for new plants, expansion and provision of off-street parking and loading space.



Maplewood section has made possible new development in the industrial area on the north.

Instances of encroachment by industry into residential areas are relatively few. In the industrial concentrations, however, there are residential clusters isolated from nearby communities. In the district along Western Avenue, there is a residential pocket between Roosevelt Road and the Eisenhower Expressway. This section and the area immediately to the east should be studied to determine their ultimate use—whether they can continue as viable residential areas or whether they should eventually be redeveloped with industry. Similar study should be undertaken in the Lake Street district for residential pockets between California and Kedzie avenues and between Pulaski Road and Kildare Avenue, and to the south between the Eisenhower Expressway and Fifth Avenue.

In carrying out industrial programs, the city will continue its policy of preparing plans in cooperation with residents, including in the plans provision of adequate housing within the means of relocated families. It is recommended that industrial and commercial firms in the Mid-West area continue to work with city agencies and citizens' groups, so that all improvements and expansion programs make maximum contributions to the attainment of over-all community goals.

The Sears Roebuck complex in North Lawndale is of special importance. It covers several blocks with offices, warehouses, mail order and retail facilities, and parking lots. Sears is an important source of economic strength and employment for the city as a whole and for the surrounding community. It has also been a leading force encouraging community improvement, and along with the Ryerson Steel Company it has provided support and leadership for the Greater Lawndale Conservation Commission and various neighborhood services. However, recent expansion has required demolition of housing and caused concern among residents of the nearby areas.

Ryerson Steel recently constructed an administration building which is an outstanding example of how well-designed structures can be an asset to both the industrial district and adjacent residential areas.

Industrial and commercial enterprises in the Mid-West area generally have not provided

much employment for newly arrived local residents who lack adequate education and job skills. It is recommended that business enterprises initiate programs to train more local residents for jobs. One consideration in the selection of the type of industry for which land in industrial renewal projects is made available should be the amount of employment opportunities offered to residents of the area.

## Transportation

Four of the city's major east-west transportation facilities serve the Mid-West area—the Eisenhower Expressway, the West Side subway operating in its median strip, and the Douglas Park and Lake Street rapid transit lines. In addition, the Stevenson Expressway is near the southern border of the area.

Several transportation improvements are called for in the corridors of high accessibility surrounding the Development Area. The proposed Crosstown Expressway would run along the western edge. Provisions for some form of express mass transit service in separate rights-of-way will be studied in relation to the Crosstown Ex-

pressway, the Western Avenue corridor, and the Stevenson Expressway.

These transportation improvements would help to expand job opportunities for Mid-West residents, since they would make the industrial districts along Cicero and Western avenues and in the Stockyards area much more accessible.

The Douglas Park elevated structure is a blighting influence in the residential areas through which it cuts. West of Pulaski Road, the line descends to grade level and adds to problems of safety and traffic congestion.

Accommodating the existing Douglas Park service in a new facility—a subway, improved elevated structure, or depressed open cut alignment—could be considered. The Lake Street transit line should be relocated from the present elevated structure, possibly to the Chicago and North Western Railway right-of-way, as has been done west of Laramie Avenue. This would make it possible to remove the structure and develop Lake Street as a primary thoroughfare.

Roosevelt Road, Western Avenue, and a portion of Cermak Road are the only major

streets in the Mid-West area that now have adequate width. Many residential streets and park boulevards carry excessive traffic loads because of the present inadequate capacity of the major street system.

The Crosstown Expressway would reduce traffic on both local and major streets. In addition, eight streets are recommended for development as primary thoroughfares: (north-south) Western Avenue, Kedzie Avenue, Pulaski Road; (east-west) Lake Street, Madison Street, Roosevelt Road, Cermak Road, and 31st Street. The width and design of major streets and the work required to bring them up to adequate standards would vary widely according to the character of adjacent areas, existing and potential traffic volumes, and present capacity of the street.

Five streets are designated as secondary thoroughfares: Kostner Avenue, Central Park Avenue, California Avenue, 16th Street, and 26th Street.

These improvements would permit portions of two diagonal streets, Ogden Avenue and Fifth Avenue, to be converted to other neighborhood uses, such as open space, local access drives, or parking.

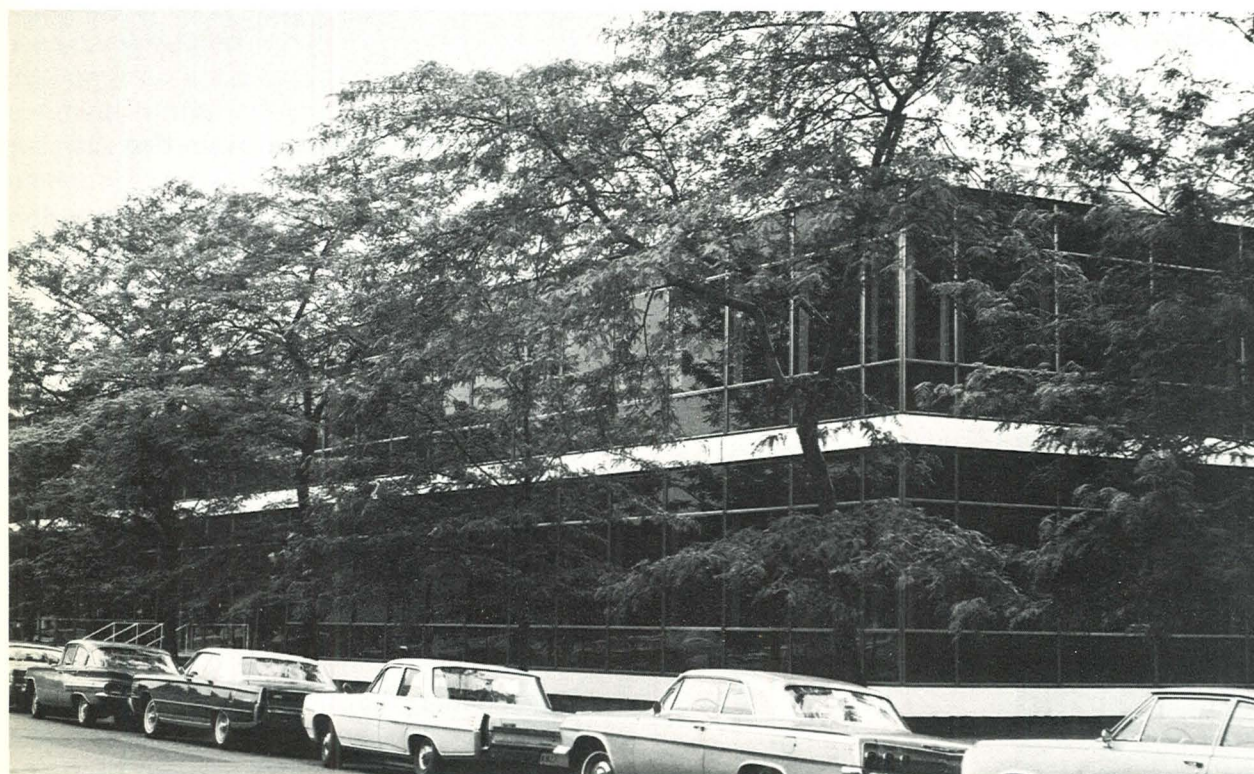
All street improvements should be carefully timed so that they strengthen the total community environment. For example, schedules should take into account the time required for relocation of formal and informal social services in buildings along these streets.

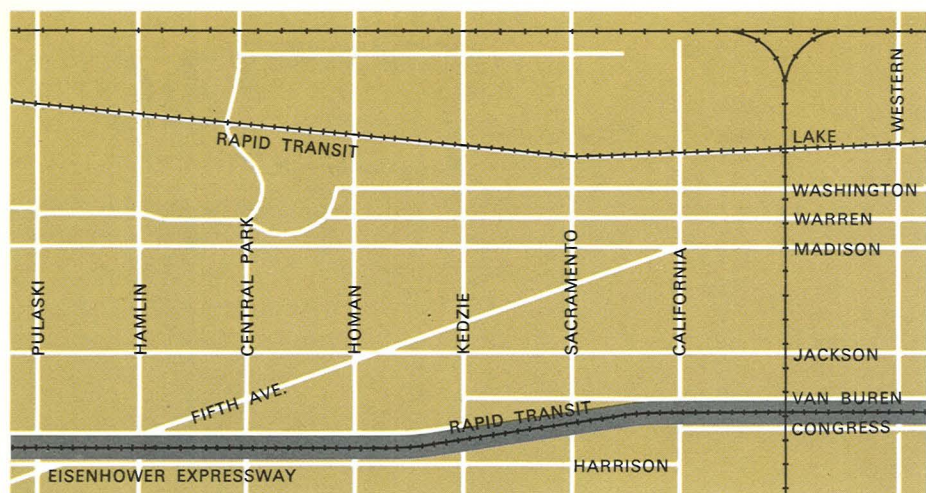
## Transportation Patterns in the Mid-West Area

Two east-west corridors of high accessibility designated in the Comprehensive Plan, Lake Street and Eisenhower Expressway, and one north-south corridor, Western Avenue, pass through this section of the Mid-West Development Area. Each corridor would include both mass transit (express bus, rapid transit, or commuter railroad) and a major road (expressway or major street). The corridor system provides a means of using each type of ground transportation to best advantage, strengthening and supporting existing and future lines, and using transportation to improve other aspects of the city's environment.

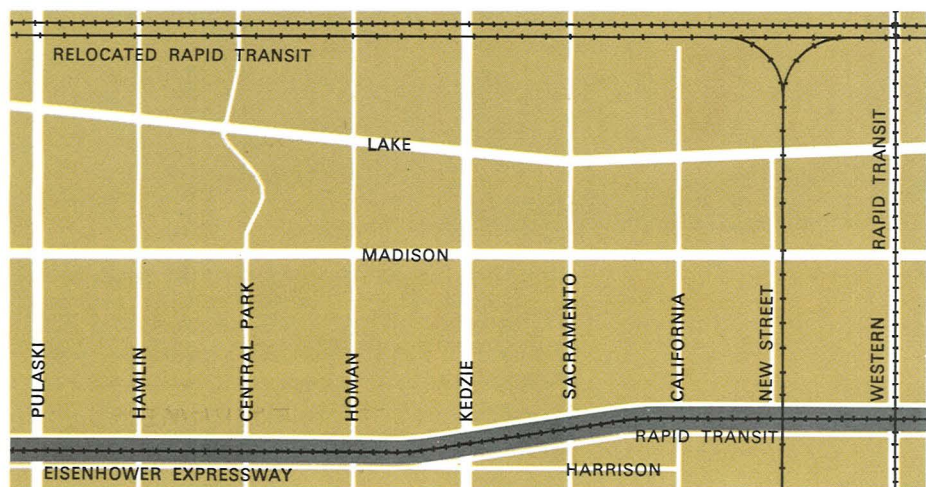
The Mid-West area thus enjoys the advantage of excellent accessibility, but the present closely spaced pattern of heavily used streets divides the area into small land units which are not conducive to sound com-

This industrial building in North Lawndale illustrates how such a structure can be an asset to its industrial district as well as adjacent residential areas.

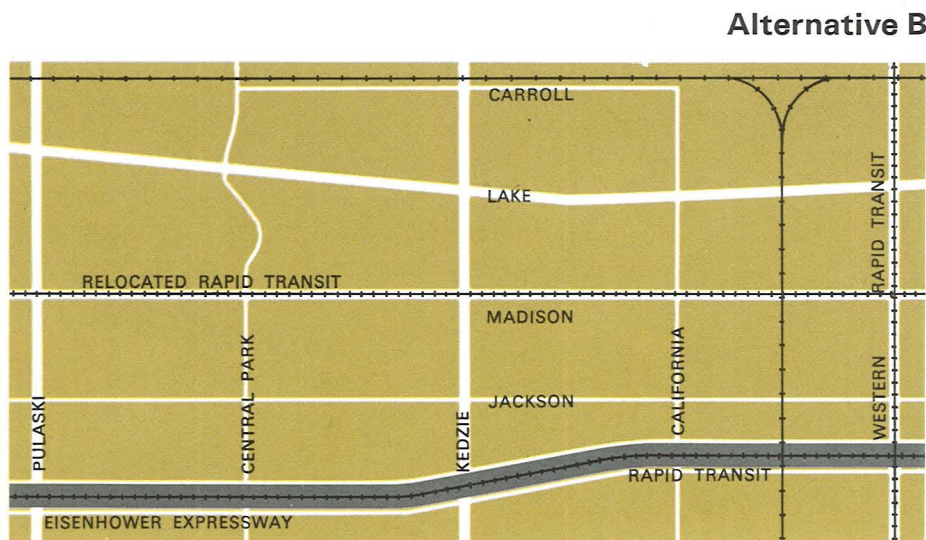




**Existing**



**Alternative A**



**Alternative B**

munity development. Improving the transportation lines in the high accessibility corridors will make it possible to de-emphasize some streets in a manner that will best achieve other goals for the Mid-West area:

These diagrams illustrate the existing transportation pattern in this north section of the Development Area and two alternative ways in which the pattern could be revised within the framework of the Comprehensive Plan. In both alternatives A and B, the Lake Street rapid transit line has been relocated. Two possible alignments are shown: along the Chicago and North Western Railway embankment in alternative A and along Madison Street in alternative B. The elevated structure has been removed, and Lake Street has been developed as a primary thoroughfare for street traffic. A rapid transit line has been added along Western Avenue in both alternatives.

Madison Street has also been up-graded as a primary east-west thoroughfare. Western, Kedzie, and Pulaski have been up-graded as primary thoroughfares and California and Central Park avenues are secondary thoroughfares in a north-south direction. The use of Fifth Avenue as a diagonal street has been discontinued.

The main difference between the two diagrams is that in alternative A more streets have been retained as residential collectors, rather than reverting to local use as in alternative B. Both street patterns, however, have formed larger land units undivided by heavy traffic than the pattern that exists today.

### **Environmental Patterns in the Mid-West Area**

These diagrams, covering the same portion of the Mid-West area as in the transportation diagrams, show existing environmental patterns and two alternative sketch plans corresponding to the two possible revised street patterns.

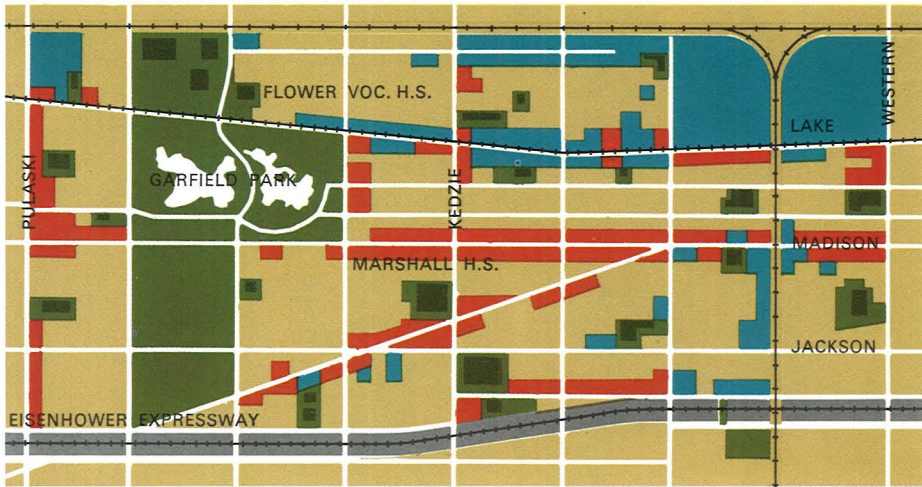
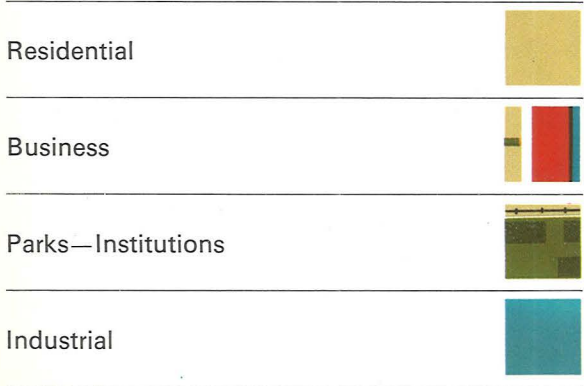
This is now a densely built-up residential area in need of major improvements. It lacks local park space, especially next to schools, and there are deteriorated business buildings along many major streets. There is a great need for additional social programs in the area.

Both alternatives show how the area could be redesigned and improved in keeping with the recommendations of the Compre-

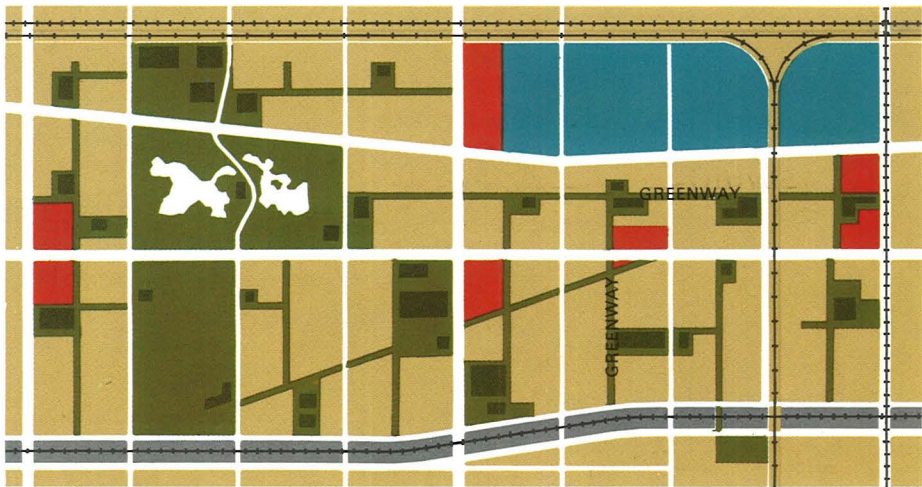
hensive Plan. Alternative B envisions a much more extensive change in the total community environment, made possible primarily by changing park patterns and increasing the total amount of park land. Here, some sections of Garfield Park have been re-used for public facilities. This park land has been replaced elsewhere in the area in the form of a park-mall. Vacated street rights-of-way have been incorporated into the mall, so that the amount of park land has been increased. The park-mall still creates the long open vistas of a large park, but its elongated, flexible form makes it much more accessible to residential areas and usable for present-day recreation activities.

The area's location between two corridors of high accessibility makes it appropriate for retention of the present over-all high level of density. Both alternatives recognize this fact, but also provide for a greater variety of housing types to satisfy a widening range of demand. There would be high-rise buildings at appropriate locations along with rehabilitation and new construction of lower-density housing elsewhere in the community.

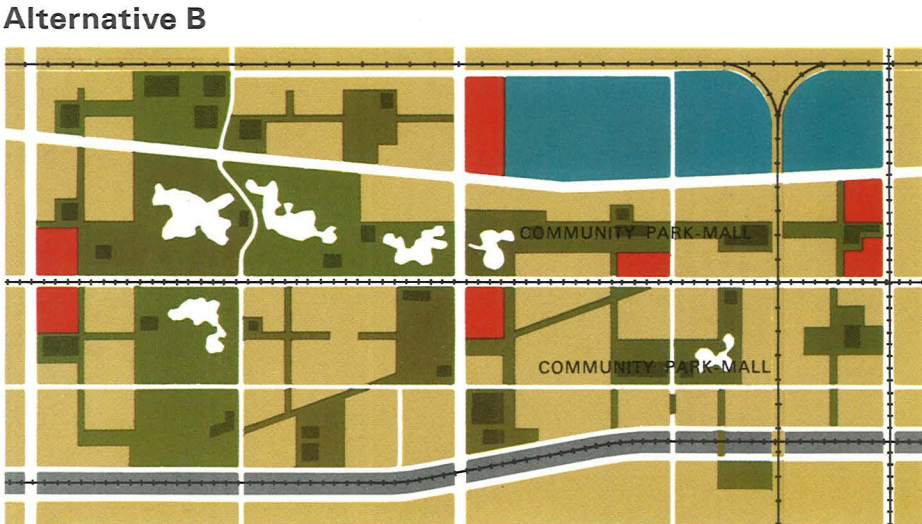
Increased capacity of major streets has made it possible to re-use parts of local streets for park-malls or greenways. These landscaped areas extending through the community provide playfield space next to existing high schools and connect with business centers. Businesses in obsolete buildings strung along major streets have been consolidated into these centers, which also contain libraries and social services, and land formerly occupied by unneeded business structures has been converted to residential or park use. The industrial district north of Lake Street has been consolidated, and the deteriorated residential section in it has been re-used for plant development.



Existing



Alternative A



Alternative B

## Summary

The Mid-West Development Area contains sections which would be especially appropriate for comprehensive, in-depth programs involving both social services and physical improvements. Chicago has already undertaken extensive efforts to strengthen residential communities and arrest poverty, through housing and renewal programs, urban opportunity programs, education and job training, social services, and other community improvements.

Coordinating this wide range of services and programs, adding to them, and strengthening them where needed will be essential to achieving basic goals for this Development Area. To do this it will be necessary for government agencies to continue to work closely with each other, with citizens' groups, and with other private organizations. It will also be necessary to schedule all projects and programs carefully, so that each makes a maximum contribution to the strengthening of community life and the broadening of opportunities for individuals. Programs already established, such as those of the three Neighborhood Service Centers and the three Urban Opportunity Centers in the Mid-West area provide an excellent base for coordinating and strengthening social services.

A. East Garfield Park is recommended for a comprehensive community development program, including clearance of blighted sections, new housing, code enforcement, and additional community facilities. Social programs provided by public and private agencies would be coordinated and expanded.

B. West Garfield Park is in need of public and private action to check the spread of blight, to rehabilitate buildings, and to expand social services.

C. The comprehensive community development program recommended for North Lawndale would include clearance and rebuilding of blighted sections, code enforcement, and expanded social services. The program would build on existing centers of physical, social, and economic strength in the area, such as the Chicago Dwellings Association's residential rehabilitation project, major commercial firms, and institutions near Douglas Park.

D. The Kedvale Square area is another center of strength in Lawndale. Its well-maintained older homes and new residential buildings illustrate the kind of development that could take place elsewhere in the Mid-West area.

E. South Lawndale is a medium-density community that has generally been well-maintained. Effective code enforcement, a continuing high level of city services, and needed new community facilities are recommended.

F. Sears, Roebuck and Company is an important source of economic strength and employment for the Mid-West area and the city as a whole. The city will continue to offer planning and relocation services for industrial firms, in conjunction with community organizations, to coordinate expansion plans.

G. Industry should continue to be concentrated in the high accessibility corridors on the periphery of the Development Area. Study should be made of the feasibility of redeveloping residential pockets in these districts in order to provide space for new industrial construction and expansion of existing plants. Industry scattered in residential areas should relocate into the industrial districts.

H. Garfield and Douglas parks would be improved and the programs and facilities available in them would be increased, so that they would be more useful and attractive to the people of nearby communities. A system of local park-malls and greenways would connect with the existing large parks and boulevards.

I. Deteriorated commercial strips would be consolidated into modern, attractive business centers at major street intersections, in conjunction with broader community improvement programs. Excess business land would be re-used for housing and needed community facilities.

J. The capacity of major streets in the area would be increased, to reduce the present excessive traffic loads on local streets and boulevards.

K. Major street improvements would also reduce traffic on the two diagonal streets in the area, Ogden Avenue and Fifth Avenue. It would then be possible to re-use portions of the rights-of-way for other purposes, such as open space, local access drives, and parking.

L. The Lake Street rapid transit service would be relocated, the elevated structure removed, and Lake Street developed as a primary thoroughfare. The Douglas Park transit line would be modernized with an improved elevated structure, a subway, or an open-cut alignment. New transit service is proposed for the Cicero Avenue, Western Avenue, and Stevenson Expressway high accessibility corridors.

## Planning Framework Mid-West Development Area

Residential



Business



Institutional



Park



Industrial



**A** East Garfield Park:  
Community Development

**B** West Garfield Park:  
Rehabilitation, Services

**C** North Lawndale:  
Community Development

**D** Kedvale Square:  
New and Maintained Housing

**E** South Lawndale:  
Conservation

**F** Sears Complex

**G** Industrial District

**H** Large Park: To Be Improved

**I** Consolidated Business Complex

**J** Street Improvement

**K** Diagonal Street: To Be De-emphasized

**L** Rapid Transit Improvement



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proposals are reviewed.

